



DEPARTMENT OF THE NAVY
BUREAU OF NAVAL PERSONNEL
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5720
PERS 00J6/20180021
October 17, 2017

Mr. Michael Robinson
5720 Integrity Drive
Millington, TN 38055

Dear Mr. Robinson:

SUBJECT: YOUR FREEDOM OF INFORMATION ACT (FOIA) REQUEST

This is in response to your Freedom of Information Act (FOIA) request of October 16, 2017. You seek available information regarding steps, policies, and instructions pertaining to formal and informal desk audit processes and procedures, as outline in your request. Your request was received in this office (PERS-00J) on October 16, 2017, and has been assigned FOIA correspondence file number CNPC20180021 by this command.

BUPERS-05 reviewed your request and provided my office with the enclosed HR Facts Sheet and BUPERS Guide to Position Management and Classification. All information that I have gathered is being provided to you. The provided HR Facts Sheet contains links to both DOD and OPM regarding classification appeals. Page 19 of the provided BUPERS Guide to Position Management and Classification addresses classification appeals. If necessary, you may contact the undersigned at (901) 874-3165.

Sincerely,

A handwritten signature in dark ink, appearing to read "D. P. German", is written over a horizontal line.

D. P. GERMAN
FOIA/PA Officer
By direction

Issue Date: 3 March 2017

POSITION CLASSIFICATION APPEALS

WHAT DO I DO IF I THINK MY POSITIONS DESCRIPTION (PD) IS NOT PROPERLY CLASSIFIED?

It is recommended that you first address your concerns with your supervisor. If you have questions your supervisor cannot answer, you may submit them to the BUPERS HR FAQ Inbox (mill_bupers-05_faq@navy.mil).

If you believe your position description does not accurately describe the major duties you perform as part of your job, you will need to discuss this with your supervisor. Your supervisor is responsible for assigning duties to your position, as well as certifying the accuracy of your PD on an annual basis; therefore, he or she should be able to give an explanation of its contents. If you are unable to resolve the problem at this level, you may use your command's negotiated or administrative grievance procedures.

If you still believe your PD is misclassified, you are encouraged to discuss your concerns with your chain of command. You may, however, file a classification appeal at any time.

WHAT ISSUES CAN AN EMPLOYEE APPEAL?

An employee or group of employees may appeal the title, series, grade and/or pay system of their position.

WHAT ISSUES CANNOT BE APPEALED?

Employees may not appeal:

- The accuracy of the official PD, including the inclusion or exclusion of a major duty.
- A temporary assignment or detail outside the range of the official PD.
- The accuracy, consistency or use of Department of Defense (DoD)-unique or DoD-component-unique supplemental classification guidance.
- Position titles not prescribed by Office of Personnel Management (OPM) classification standards (e.g., constructed position titles or parenthetical titles).
- The classification of a position based on position-to-position comparisons rather than the classification standards (one PD compared to another).
- The classification of a position for which an OPM appeal decision has previously been rendered.

HR facts

WHAT ARE MY APPEAL OPTIONS?

For General Schedule (GS) employees: You may appeal to DoD or to OPM, but not both at the same time. If you file an appeal to DoD and the decision is unfavorable, you can still appeal to OPM. However, if you appeal first to OPM and the decision is unfavorable, you cannot then appeal to DoD.

For Federal Wage System (FWS) employees: You must first appeal to DoD. If you are dissatisfied with DoD's decision, you may appeal to OPM. Your appeal must be filed within 15 calendar days of the date you receive DoD's decision. You must specify the part of DoD's decision with which you disagree. OPM may extend your time limit for filing if circumstances beyond your control prevent you from filing within the 15 days.

HOW DO I FILE AN APPEAL?

Employees filing appeals with DoD should send them to:

Department of Defense
Defense Civilian Personnel Advisory Service
4800 Mark Center Drive
Compensation Division/Classification Section
Suite 05G21
Alexandria, VA 22350-1100
ATTN: Janice Cooper

For additional DOD appeal guidance, see DoDI 1400.25-V511:
(http://www.dtic.mil/whs/directives/corres/pdf/140025_vol511.pdf)

Employees filing appeals with OPM should send them to:

Classification Appeals and FLSA Claims
Program Manager
U.S. Office of Personnel Management
Merit Systems Accountability and Compliance
1900 E Street, NW
Room 6484
Washington, DC 20415

For additional OPM appeal guidance, see:

<https://www.opm.gov/policy-data-oversight/classification-qualifications/appeal-decisions/#url=Filing-Instructions>

Visit our SharePoint site:

<https://mpte.portal.navy.mil/sites/BUPERS/05/SitePages/Home.aspx>



BUREAU OF NAVAL PERSONNEL (BUPERS)

GUIDE TO POSITION MANAGEMENT AND CLASSIFICATION

March 2017

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INTRODUCTION

This document serves as a guide for Bureau of Naval Personnel (BUPERS) personnel on the principles, processes and practices involved in position management and civilian position classification. It offers guidance to management on the efficient distribution of staff resources through: 1) the assessment of positions for need; 2) the evaluation of position structures; and 3) the assignment of duties and responsibilities to positions. It also serves as a brief and ready reference for supervisors of civilian personnel in carrying out position classification responsibilities. This guide is not meant to be all-inclusive and should be used to supplement higher level guidance. Any questions related to the guidance herein should be directed to the BUPERS-05 Total Force Human Resources Office.

COVERAGE

This guide pertains to the management and classification of civilian positions in the General Schedule (GS) and the Federal Wage System (FWS).

ROLES AND RESPONSIBILITIES

Head of the Organizational Unit

The head of the organizational unit (i.e. Commander, Commanding Officer (COs), Officer in Charge (OIC), Director, Department Head) is responsible for overall position management within the organization. This includes:

- Ensuring positions are properly organized in accordance with applicable laws and classification standards to achieve the most efficient and effective work units.
- Ensuring that position descriptions (PD) accurately document the work being performed within each division/work unit.

Supervisors

First-line supervisors are responsible for:

- Writing PDs for the positions under their supervision.
- Maintaining current and accurate position descriptions that show major duties, how work is reviewed, and what knowledge, skills and abilities are required for the job.
- Providing employees with a copy of their PD.
- Objectively, expeditiously, and fairly considering employees' concerns regarding the accuracy of their PDs.
- Reviewing any changes to an employee's PD with the employee.
- Ensuring collective bargaining agreements are adhered to when altering the PD of a bargaining unit employee.

BUPERS-05

BUPERS-05 will provide a variety of position management and classification services and support, to include the following:

- Oversee implementation of the BUPERS classification policy.

- Provide framework for establishing consistent/standardized PDs across BUPERS.
- Make Fair Labor Standards Act (FLSA) determinations on position descriptions and coordinate/process FLSA appeals.
- Coordinate classification appeals for BUPERS with Department of Defense (DoD) and the Office of Personnel Management (OPM).
- Provide classification advice, guidance and information to supervisors and managers.
- Participate on command Position Management Review Boards (PMRB) when requested and provide position management advice to supervisors and managers.
- Review PDs for special program coverage (e.g., Testing Designated Positions, DAWIA, etc.).
- Maintain active PD files.
- Ensure Position Designation Records (PDR) are accurately completed and maintained with PDs.
- Review and provide responses on draft classification standards and document impact when final standards are issued.
- Establish BUPERS policy for competitive level determinations.
- Review planned reorganizations or new organizations for position impact.
- Provide advice and guidance on position reorganization and realignment requests.
- Process Requests for Personnel Action (RPA) on behalf of the Command for position classification and position realignment.

Office of Civilian Human Resources (OCHR) Operations Center

OCHR Operations Center – Stennis maintains Delegation of Classification Authority (DCA) for BUPERS and its subordinate commands. This means that OCHR Operations Center - Stennis has authority to render classification decisions for BUPERS positions. This authority encompasses the determination of the position's pay plan, occupational series, title, and grade level. All decisions must be consistent with applicable laws, classification standards, principles, and appeal decisions. OCHR Operations Center – Stennis is also responsible for the maintenance of all classified position descriptions.

ACRONYMS AND TERMS

As you begin your position management and classification efforts, you may encounter some unfamiliar terms, as well as some familiar ones used in unfamiliar ways. These definitions will explain some of the terms used by Classifiers, Manpower Analysts, and Human Resources Specialists in position management.

<i>Advisory</i>	An evaluation statement that provides the supervisor with a thorough assessment of the position description by a classifier, including any potential discrepancies in the content of the Major Duties or the Factor Level descriptions. The evaluation statement also provides the anticipated classification for the draft PD, including job title, series and grade.
<i>Audit</i>	An interview for fact gathering purposes conducted by a person competent in the classification process to determine the current duties and responsibilities of a position, and the accuracy of a position description. Conducted during a classification appeal.
<i>Career Ladder Position</i>	Positions established at the entry level (or a level lower than the target grade) for recruitment purposes and (or) to provide career progression, and positions established to provide experience needed to qualify for higher level positions. Career Ladders are not authorized for supervisory positions.
<i>Classification Standards</i>	Office of Personnel Management (OPM) published descriptions of various types of work. Some standards contain only information about the occupational field being described. Other standards contain grade level criteria. All positions must be classified according to standards published by OPM.
<i>Defense Civilian Personnel Advisory Service (DCPAS)</i>	A Department of Defense organization that supports military departments and Defense agencies in the development and delivery of civilian personnel policies and HR services, including adjudication of classification appeals.
<i>Duties</i>	Assigned work tasks to be performed by an individual. Major or principal duties of a position are those that are the reason for its existence, and constitute the paramount qualifications requirements and are grade controlling.
<i>Factor Evaluation System (FES)</i>	A type of classification standard issued for GS positions which uses nine factors to determine the grade level.
<i>Federal Wage System (FWS)</i>	The classification system applicable to “blue collar” trades and labor positions.
<i>Federal Wage System Job Grading Standard for Supervisors</i>	OPM guide which provides evaluation criteria for determining the grade level of supervisory positions in the Federal Wage System.
<i>General Schedule (GS)</i>	The classification and pay schedule system applicable to “white collar”

	professional, administrative, technical, and clerical positions.
General Schedule Supervisory Guide (GSSG)	OPM standard which provides evaluation criteria for determining the General Schedule grade level of supervisory positions in grades GS-5 through GS-15.
Identical Assignment (IA)	An identical assignment (IA) position is one that has more than one incumbents.
Introduction to the Federal Wage System Job Grading System	OPM guide which provides evaluation criteria for determining the grade level of non-supervisory positions in the Federal Wage System.
Office of Personnel Management (OPM)	Created by the Civil Service Reform Act of 1978 to replace the Civil Service Commission (CSC). The authority and responsibility of the CSC to administer position classification under Title 5 U.S.C., Chapter 51 is vested in the OPM as the successor agency.
Official Form-8 (OF-8)	The Official Form used as a cover sheet for a classified position description. The OF-8 must be signed by a supervisor in the position's Chain of Command, as well as the Classifier.
Position	A term used to describe the grouping of duties and responsibilities established against a manpower authorization and the classification thereof. Also may be called a "job."
Position Classification	The allocation of a civilian position to a pay plan or pay system, occupational series, grade, and title.
Position Description	An official record of major duties and responsibilities assigned to a position. Also called a "job description."
Position Management	The arranging of duties and responsibilities among positions in such a manner as to achieve maximum efficiency and economy.
Position Review	A review by a supervisor or position classification specialist to determine the accuracy and adequacy of a position description.
Reorganization	The establishment of new organizational elements in a department or the movement of existing organizational elements between two different departments.
Request for Personnel Action (RPA)	Automated requisition for changes, additions or deletions to employee's position or status.
Responsibilities	Obligations to carry forward assigned tasks to a successful conclusion. Requirements to meet deadlines, to adhere to specifications, or to administer programs.
Supervisory Ratio	The ratio of supervisory positions to workers or nonsupervisory employees in an organization.

POSITION MANAGMENT

Definition

Position management involves the structuring of positions, functions, and organizations in a manner that optimizes productivity, efficiency, and organizational effectiveness. Although the delivery of day-to-day position management advisory services is tasked to BUPERS-05, the head of the organizational unit (i.e. Commander, Commanding Officer (COs), Officer in Charge (OIC), Director, Department Head) is ultimately responsible for position management within the organization. This responsibility entails identifying, preventing, and eliminating unnecessary organizational fragmentation, excessive layering and use of deputies and assistants, improper design of jobs, and inappropriate span of control. In overseeing command organization structure and the development of new positions or changes to existing positions, BUPERS will follow these fundamental principles: minimize the number of deputies and assistants, with emphasis on line responsibility; and minimize the number of organizational levels, with emphasis on delegation and decentralization of authority to the lowest appropriate working levels.

Position Management Processes

Position management involves balancing a wide range of variables. The process is largely dependent on management skill and judgment, not one that is rigidly controlled by law or regulation. It involves management consideration of cost efficiency, grade levels, and numbers of positions, along with organizational structure, functional alignment, staffing, and career development issues. There are basically three situations in which the classification and position management processes play a role in the management decision-making process:

1. Reorganizations;
2. Restructuring or assignment of new work to an established position(s); and
3. Creation of a new position(s)

Each of these decisions should be predicated on the need to do the work of the organization in a more effective manner or based upon the assignment of new functions to an individual position or the unit as a whole.

At a high level, the position management process involves: evaluating the organizational environment and identifying any existing problems; planning and developing alternative approaches to solving problems; and selecting and implementing the best available alternative(s).

1. **Evaluate the Situation** - in terms of mission, organizational structure, functional alignment, staffing, supervisory ratios, work assignments, associate utilization, work processes and procedures, product and service quality, budget and Full Time Equivalents (FTE).
2. **Develop Alternatives** - Use your own and your staff's knowledge of your organization and personnel to develop alternative ways to eliminate problem areas. Obtain additional expert advice from your BUPERS-05 HR and Manpower Representatives.
3. **Implement Best Alternatives** - Select the best alternative(s) and prepare a plan for implementation. Involve all affected employees in planning and implementation. Utilize position classification to establish or re-classify positions to implement the selected staffing alternative (within budget and FTE constraints).

Tools for Position Management

Like any skill, trade, or discipline, position management has its tools, which must be used to perform

successfully. Because no two organizations are identical in every respect, different combinations of “tools” will be used to achieve sound position management in each situation. The following resources¹ are utilized government-wide for position management and classification purposes, and are useful tools with which supervisors should make themselves familiar:

- **Introduction to the Position Classification Standards** - Provides background information and guidance regarding the classification standards for General Schedule work. It describes the fundamental policies which Federal managers, supervisors, and personnel specialists need to understand in using classification standards to determine the series, titles, and grades of positions.
- **Introduction to the Federal Wage System Job Grading System** - Provides background information and guidance regarding the functional standards for Federal Wage System work.
- **Position Classification Standards** - Position classification standards provide information used in determining the occupational series and title for positions in the Federal Government. They also provide grading criteria for positions classified under the General Schedule and Federal Wage System classification systems.

Position management guidelines provide rules and principles, which help the supervisor achieve an economical and efficient organization. Some of these rules are general and can be applied with a degree of flexibility. The following tips are useful to keep in mind when evaluating your organization structure:

1. The position classification system should never be used to upgrade employees as a reward for exceptional performance. The performance award system should be utilized for this purpose.
2. Avoid the tendency to abolish predominantly lower graded positions when manpower reductions are required. Manpower reductions should be used in a thorough study of the organization, mission needs, and employee impact.
3. Career Ladder positions provide development and promotional opportunities for employees. These may or may not be a part of a formal training program and can exist at almost any level, with the exception of supervisory positions.
4. Lead or senior positions should be established only when an actual need exists in the work situation. They are often set up to provide a “stepping stone,” give quasi-supervisory experience, or to reward selected employees. This is NOT good position management.
5. A single or isolated journeyman level/position within a work unit is often a sign of job dilution or other position management problems. Establishing and filling positions at lower levels increases economy and enhances upward mobility opportunities.
6. When “expert” or “senior” positions are required to provide special technical or advisory service, establish them at a level where they will not cause supervisor grades to increase. Be sure such positions do not overlap with the supervisor’s or infringe on supervisory responsibility.
7. Establish technicians and other support type positions instead of professional and specialist positions where practical.
8. Avoid establishing overlapping positions. This happens when two or more people are independently doing all or part of a job requiring fewer employees or only one. This type of overlap frequently occurs in responsibilities as well as duties.
9. Be very cautious about committing too many resources to support such positions as special assistants, non-supervisory staff positions, etc. These spaces are often better used for direct mission work.

¹ These resources may be found online at www.opm.gov.

Symptoms of Position Management Problems

A number of common *symptoms* of position management problems can be found in most organizations. Here are some examples:

- **Fragmentation** is a situation where an organization is needlessly split into many small segments. This requires more supervisors, restricts the development of employees, interferes with communications, and causes over-specialization.
- **Layering** is too many levels in the chain of command. This also interferes with communications and restricts the responsibility of lower level supervisors and other employees.
- **Unnecessary positions** may be assistants, extra supervisors, staff or support positions, “carryovers” from previous operating structures, or simply duplicates of other positions which are not needed.
- **Narrow span of control** is using more supervisors than necessary. It frequently occurs with fragmentation and (or) layering. It also limits initiative and responsibility and is excessively expensive.
- **Job dilution** is lower level work performed by higher graded employees. It is one of the most prevalent position management problems. It results in low employee morale, inefficiency, and high cost.
- **Mismatched strength and workload** occurs when the mission can be accomplished with fewer people than are assigned. Even though manpower standards are established, individual situations may have different requirements, workloads may change, or varied assignment of duties may result in economies.
- **Interrupted or missing career ladders** exist where there is no clear path of progression from the lower to the higher grade levels within the organization. This causes poor morale and may also result in staffing problems.
- **Workload and work force inconsistencies** occur when long-term changes in workload or function are not followed by position or organizational changes or if some employees have frequent idle time while others are always behind, or if some employees are frequently detailed to other positions in the organization or found to be regularly working outside their position descriptions.
- **Inconsistencies among position descriptions** may develop when positions are revised, one by one, over a period of several years. Is more than one position or level credited with the same review or inspection task? Do the supervisory controls of workers mesh with the responsibility of the supervisor? Do several positions have the “final authority” in the same matter? Try to keep position descriptions consistent. Anytime one is changed, all related positions should be reviewed.
- **Inaccurate position descriptions** can result in misclassifications, with the incumbents being over or under graded.

There are tested methods for correcting all of these position management problems. Supervisors must determine which solutions will best meet the needs of their organization. For example:

- **Fragmentation** may be corrected by answering the following questions:
 - Are all of these functional areas necessary?
 - Which functions can reasonably be combined?

- How can employee skills best be broadened and used?
- Where is specialization required and where is it a hindrance?
- **Layering** can be corrected by answering these questions:
 - Are there more supervisors than actually needed to plan and direct the work?
 - What is the supervisor to employee ratio? (Generally about 1:10, however, individual situations may not fit these norms.)
 - Has authority been delegated to the optimum level?
- **Unnecessary positions** should be abolished. Again, ask some questions.
 - Does the supervisory workload really call for two people at the top?
 - Is the supervisor often absent?
 - Must binding decisions be made during such absences?
 - Are all staff assistance functions needed? Can they be shifted to line positions?

Position Management Analysis

To study your own organization effectively, it helps to look at it from different perspectives. Otherwise, because it is familiar, it probably looks perfect. Call these different views the “microscopic,” “telescopic,” and “20-20 hindsight” views. That is, study the individual parts (positions) very carefully, study the overall organization in its environment, and look back into the past to find changes that should have been implemented.

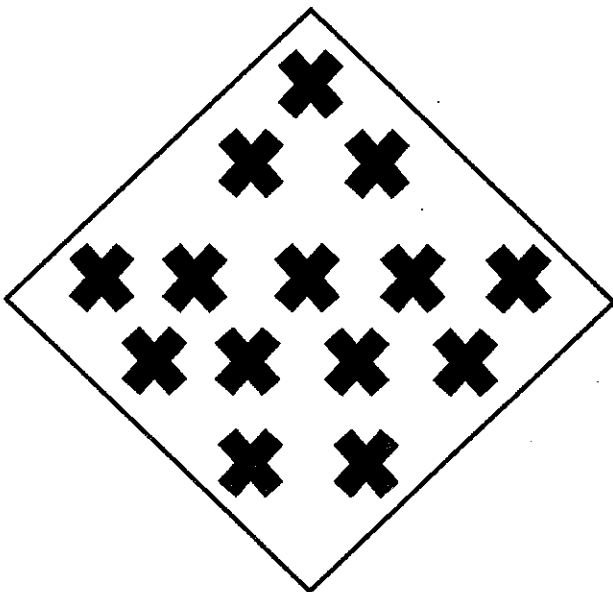
1. Take a **microscopic** view of each position (and each employee where several people are assigned to one position description), both individually and in relation to one another.
 - a. Are duty assignments clear-cut or are they vague and overlapping?
 - b. Are the more complex and responsible tasks grouped in the higher level position?
 - c. Are the more routine support tasks grouped in the lower level positions?
 - d. Is nonessential work being done?
 - e. Is essential work not being done, being delayed, or done poorly?
 - f. Have you any vacant positions that are not really needed?
 - g. Do some positions seem to be a hodge-podge of unrelated duties?

Note: If any of these questions point to problems, write them down. Try to solve them with position management techniques. This is also the time to be sure position descriptions are accurate, consistent, and logically organized. You can minimize staffing problems by keeping duties within a family, such as GS-0500, GS-2100, etc. Also, try to avoid more than a three-grade span in level of duties; that is from GS-04 to GS-06 or GS-07 or GS-09. Avoid positions with more than 50 percent of the duties below the highest grade level.

2. Now take a **telescopic** view of the organization. How it compares to other components of the functional area and to other activities with which your people regularly deal may provide new insight.
 - a. Is your organization split into many small segments?

- b. Is there a supervisor for every three or four employees?
- c. Are there gaps between grade levels so people cannot advance within the organization?
- d. Are the workload and specific assignments compatible with the functions?
- e. Is the organization infringing on the work of other areas by performing tasks outside of its function?
- f. Is the structure consistent with that of related activities?
- g. Are your individual positions generally compatible and consistent with similar positions?

If you find discrepancies, discuss them with your BUPERS-05 Manpower or HR Representative, as appropriate. They can help you determine whether there are problems in your organization that position management can solve. Such a simple thing as drawing an actual geometric figure to represent the organization can be revealing. Is it a high, thin triangle or a very short, broad one? This may reveal excessive layering or fragmentation. A balanced organization is usually diamond-shaped, like the following:



- 1 Supervisor
- 1-2 Senior level or Leads
- 5-10 Journey level
- 2-4 Trainees or Assistants

3. We have all heard people complain that **hindsight** is better than foresight. Looking back, it is easy to see what we should have done, but it is not always too late to change. Compare your organization this year to last year, even to 5 years back. Have there been any changes? If not, has anything happened that could be expected to impact workload, organization structure, or duty assignments?
 - a. Have there been any mission or function changes?
 - b. Has the volume or nature of the work changed?
 - c. Have you received new equipment?
 - d. Have you developed new or revised procedures?

- e. Have you gained or lost billet authorizations?
- f. Have you had problems filling a position or keeping a position filled?
- g. Did you develop a new position, restructure a vacant position, or change a position in anticipation of a change? Is the result not working out as planned?

Changes or events such as these usually require changes in organization structure or at least individual positions. These are a few examples of how looking at the past can provide clues to solve current problems or avoid future problems.

Job Dilution

The single most prevalent and expensive position management problem is likely job dilution. Job dilution is lower level work performed by a higher graded employee. In position management, our objective should be to eliminate as much of it as we can, reduce it where we cannot eliminate it, and be sure there are no alternatives where we cannot reduce or eliminate it. First we must locate it.

There are a couple ways to quantify the amount of job dilution in a position or an organization. One method involves identifying the major duties performed, the grade level at which they are performed, and the percentage of time the duties are performed. If there are several major duties performed at a lower grade level than that of the job itself, job dilution is likely an issue.

A second method is particularly effective for reviewing positions to which several employees are assigned. First, assign a grade level to each major duty and a percentage which represents the relative amount of time spent on the duty. For example, a GS-06 position number 12345, to which eight employees are assigned, has four major duties. Duties 1 and 2 are at the GS-06 level and take 75 percent of the time. Duty 3 is at the GS-05 level and takes 15 percent of the time. Duty 4 is at the GS-04 level and takes 10 percent of the time. This would probably be acceptable if only one employee was assigned, but since there are eight, it is not economical. A better arrangement would be to have six GS-06 employees doing the GS-06 work, and two GS-05 employees doing the GS-05 and GS-04 work. Since there is more than one man-unit of work, it would probably not be possible to avoid having some GS-04 level work done by each of the GS-05 employees, but it should be less than 50 percent for each of them.

Of course it is not possible, nor reasonable to expect to completely eliminate job dilution. The goal of position management is to eliminate, reduce, or as a last resort, justify it. It is impossible for every employee to work *only* at his or her grade level. In any case, higher level duties must be concentrated into the fewest possible positions.

In organizations where large numbers of employees are performing the same type and level of work, the percentage of time each employee devotes to performing journeyman duties should substantially exceed 50 percent. The determination of specific percentages must be a judgmental process, and be based upon the complexity of the shop facilities, and other variables.

Steps in Position Management

Before filling a position, determine whether the duties can be eliminated, assigned to an existing position, modified for classification at a lower grade, or established as a career ladder position.

1. Make organization and position management decisions based on actual work required and performed.
2. Organize and assign work to subordinates in a manner that will serve the mission most effectively.

3. Ensure that workload information is accurately reported in accordance with established procedures.
4. Become familiar with those OPM position classification standards that are applicable to the organization.
5. Prepare performance standards that effectively measure employees in terms of the grade-controlling duties described in official position description.
6. Ensure position descriptions are clearly defined in terms of operations, tasks, duties, responsibilities, and knowledge required.
7. Ensure that pay grades to which employees are assigned match the knowledge and skills needed to perform the work.
8. Identify and fulfill training needs, including position management training for subordinate supervisors.
9. Meet with each employee at least once a year at performance appraisal time and thoroughly review the position description, comparing the PD to actual assignments performed.

Supervisory Positions and Employee Ratio

In evaluating the "Span of Control," supervisory segments should normally contain no fewer than 5 professional/technical personnel. A larger number, but generally no more than 15, would be appropriate when subordinates require little direct supervision, when workload is stable, when policies and procedures are well established, or when subordinates have a relatively high-level grade based on the absence of detailed supervision.

Delegation of decision-making authority should be appointed at the lowest grade level practicable. "Action" personnel should be permitted and expected to carry out projects through to completion with minimum supervision. Clearly, some supervisors are essential, but excessive layering is not economical and can affect the morale of the employees and the overall success of the mission.

As a general rule, supervisory or team lead positions should only be established when truly needed to plan, assign, oversee, and evaluate the work of others. Supervisory or team lead positions needed because of an inexperienced staff should be identified as such, and earmarked for periodic review for continued need. Deputy or full assistant positions must be used only when managerial workload is extensive. Additionally, the managerial workload must be sufficient enough to require two full-time people with full decision-making authority for their respective assignments. Deputy positions may only be established at the Department level.

Supervisory Duties and Responsibilities

In order for a position to be officially titled "supervisory" it must meet the criteria set forth in the guidelines established for the respective pay system the position will fall under. In essence, this means that the position must perform supervisory duties at least 25% of the time. Organizations may independently construct titles for informal or internal purposes, and the position may be identified as supervisory in the body of the position description, but not in the official title.

The GSSG is used to grade GS supervisory work and related managerial responsibilities that:

- require accomplishment of work through combined technical and administrative direction of others; and
- constitute a major duty occupying at least 25 percent of the position's time; and

- meet at least the lowest level of Factor 3 in the guide, based on supervising Federal civilian employees, Federal military or uniformed service employees, volunteers, or other noncontractor personnel.

Supervisors exercise many of the following authorities and responsibilities:

- Plan, schedule, assign, and direct the work of others.
- Establish work priorities and deadlines.
- Determine material, equipment, supplies, and facilities needed.
- Explain work requirements, methods, and procedures.
- Review work in progress or upon completion.
- Coordinate with representatives of other units concerning matters of work accomplishment, priorities, methods, and procedures.
- Prepare workload and production reports; submit to higher level management.
- Inform higher level supervisor of anticipated vacancies; increase in workload.
- Interview candidates for positions in the work unit and make recommendations for appointments, promotions, or reassignments.
- Advise employees of the performance requirements of their positions and keep them informed individually of their progress in meeting requirements.
- Give advice, counsel, or instruction to individual employees on work and administrative matters.
- Prepare formal evaluations of subordinates' work performance or provide appraisals to be incorporated into formal evaluation.
- Effect minor disciplinary measures such as warnings/reprimands; recommend action in more serious cases.
- Counsel employees on work related matters.
- Control attendance and leave.
- Hear and resolve complaints from employees, referring group grievances and more serious complaints, not resolved, to higher level supervisor.
- Implement equal employment opportunity action plans.
- Assure adherence to safety practices.
- Where labor-management agreements exist, deal with union officials on matters involving supervisory responsibility.
- Plan and carry out training and development of employees.

Team Lead Positions

OPM has published classification guidance covering lead positions for GS single-grade and two-grade interval positions and work/training leader positions for the Federal Wage System. Although the criteria for GS one grade, two grade and FWS positions differ, many of the responsibilities are the same.

Typically, a team lead guides the team in delivering the work product or service of the organization. Team leads should be considered before additional supervisors, especially when the work population is small, or mission work is divided into segments handled in small groups. Although leads may not

officially rate employees, they are allowed to have input regarding employee performance. In order to be official titled a Lead, these positions must lead no fewer than three GS personnel.

Reorganization Process

The process to affect a reorganization or realignment begins with an advisory meeting with BUPERS-05 to determine the nature and impact of the requested change, as well as the appropriate actions necessary to complete the request. In more complex cases, the manager will need to submit a Business Case Analysis (BCA) for higher level approval. The BCA should define the problem; detail the proposed solution; and identify the training, material, personnel, facilities, and equipment necessary to complete the proposed organizational change. The BCA should also provide a costing and benefit analysis that details the measure of effectiveness, alternative recommendations, and how the organizational change is linked to the Command's strategic plans. The cost analysis should include an estimate of the non-labor costs (e.g., contracts, facilities, equipment, and information technology) and labor costs (e.g., officer, enlisted, civilian and contractor personnel). BUPERS-05 will advise on the content of the BCA and will provide recommendations for higher level approval. Once a BCA is approved, BUPERS-05 will effect the reorganization/realignment, update impacted organizational documentation, and process any other civilian personnel actions that may be required as a result of the change.

POSITION DESCRIPTIONS

Reviewing Position Descriptions

Position descriptions should be reviewed and revised on a regular basis (annually, at a minimum) to ensure the PD reflects current major duties and responsibilities. If the position is new to the organization, the supervisor may be required to establish a new PD. It is important to change an employee's position description to reflect the work he or she is actually performing in order to avoid a misclassification. If the position's duties, responsibility level, and knowledge required to accomplish the work changes significantly, the grade and occupational series of the position may also need to be changed. It is crucial for supervisors to discuss these types of changes with BUPERS-05 as they occur or are identified.

Factors which **are not** considered significant changes and **do not** require a PD rewrite are: quantity of work produced; quality of work produced; temporary change in assignments for training or to meet an emergency situation; work performed in the temporary absence of another; changes in organizational level only (e.g. from section to branch); change in methods/procedures; a person's relative value to the organization.

In order to recruit to a position, the PD for the position must be current (classified no more than 3 years ago). If a PD was classified more than 3 years ago but no changes to the content of the PD are necessary, it will still need to be sent to the OCHR Operations Center - Stennis for official classification prior to recruitment. Supervisors must complete and sign a PD coversheet (OF-8)² and submit it, along with the body of the PD, as part of the hiring request package to the Hiring Inbox..

Sources of Position Descriptions

BUPERS-05 maintains a library of position descriptions for each BUPERS command. You may request a copy of a position description that is similar in series, grade and content for the purpose of crafting a new PD. These requests may be submitted via email to the HR FAQ Inbox (mill_bupers-05_faq@navy.mil).

Identical Assignment (IA) position descriptions are those PDs that have more than one incumbent. It is

² Supervisors may obtain a blank OF-8 from the BUPERS-05 SharePoint site at:
(<https://mppte.navy.deps.mil/sites/bupers/05/SitePages/Hiring%20Manager%20Toolkit.aspx>).

a good management practice to reduce the number of specific PDs in an organization, as practicable. BUPERS-05 can advise managers on the possibility of utilizing an existing IA position description for a new position, rather than establishing a new PD.

Standardized PDs are utilized for some job series, including the GS-0500 Financial Management series. A Statement of Duties is written and added to the standardized PD in order to specify the requirements of the position. BUPERS-05 can offer suggestions regarding the use of standardized PDs and the development of a Statement of Duties.

Adequacy of Position Descriptions

For classification purposes, PDs must provide information necessary to determine the kind of position (occupational series), level of difficulty and responsibility (grade), and title. In general, the overall aspects of the position are the basis to determine the occupational series. Grade levels, however, are dependent upon specific details for example, level of knowledge required to perform the work, difficulty of the assigned work, level of responsibility in accomplishing the work, and availability of guidelines to perform the work.

Classifiers use the following to determine if a position description contains sufficient information and is well written. You may also find this list useful:

- Is it current, factual and concise?
- Is it specific... Assists in what? Participates in what? Coordinates what?
- Does it use action verbs?
- Does it avoid repetition?
- Is the focus on major duties and responsibilities?

Position Description Content and Format

An important aspect of any position description is the format used to write it. The applicable OPM classification standard determines the format. Write position descriptions in the format identified by grade-controlling standard, that is, the standard used to determine the position's grade level. For non-supervisory positions, the format will be the Factor Evaluation System (FES). Supervisory positions must be written in both the FES and the GSSG format. Non-supervisory Wage Grade positions must be written in the format outlined in the *Introduction to the Federal Wage System Job Grading System*. Supervisory Wage Grade positions must be written in the format outlined in the *Federal Wage System Job Grading Standard for Supervisors*. Descriptions and checklists for these formats can be found in Appendices A - D.

Every position description must identify major duties. Major duties are groupings of tasks. A major duty under the General Schedule is any duty that occupies 25% or more of the incumbent's time or is sufficiently different from other major duties to require additional qualifications; and represents the primary reason for the position's existence. Minor duties occupy less than 25% of the incumbent's time. In some cases a duty may be composed of only one or two tasks, however duties occupying less than 10% of time should generally be excluded from the PD.

Overall, position descriptions must address three basic questions:

- **What work will be done?** Specify each separate and distinct duty actually performed and officially assigned. Include the percentage of time for each duty is performed.

- **How will it be done?** Address the manner in which each duty is performed, personal contacts involved and processes involved, along with tools and equipment utilized.
- **Under what controls?** What are the instructions, direction and guidance customarily received from the supervisor and others? What policies, regulations and guidelines are used to perform the work. Are there any reviews or inspections of work in progress or work completed?

In addition, consider why the work is being done; under what physical conditions the work is done; and identify particular skills, knowledges and abilities required to do the work.

Other Duties As Assigned

The question of whether supervisors have the right to assign employees to tasks not included on the position description is continually posed by both supervisors and their subordinates.

“Performs Other Duties As Assigned” is a statement placed on position descriptions. It suggests the duties assigned to an employee are NOT limited to the content of the position description major duties. Supervisors have full authority to make duty assignments as they see fit within their operation. However, all such assignments should be reasonably related to the employee’s position description. For example:

- It would be reasonable for a supervisor to assign an administrative assistant the duty of delivering copies of letters to other offices in the same building, even if the employee’s position description does not state, “Delivers copies of letters to other offices.”
- On the other hand, it would be unreasonable for the supervisor to direct the administrative assistant to draft plans for a new waste filtration system.

In an emergency situation, duties which might not reasonably be related to an employee’s position may have to be assigned.

Misclassification

Misclassifications occur when an employee performs **major** duties that are not recorded on the official position description, or the supervisor identifies major duties in the official position description which are not performed by the individual. All misclassifications should be corrected as soon as they are discovered. This can be achieved by:

- Rewriting the position description;
- Limiting the employee to duties described in his/her position description; or
- Assigning the undocumented duties to a new position or to another existing position in the appropriate series and at the appropriate grade level.

If a suspected misclassification has been identified, the supervisor should contact BUPERS-05 for advice on whether or not a true misclassification has occurred and how best to resolve the misclassification.

Accretion of Duties

An Accretion of Duties is the gradual addition of higher graded duties and responsibilities to an encumbered position, resulting in the classification of a new position at the higher grade and the non-competitive promotion of the employee. In order to be processed non-competitively, the action must adhere to merit system principles as well as position classification standards and guides. An accretion of duties is **extremely rare** and should never be utilized as a means to reward or promote an employee.

An accretion of duties must meet the following criteria:

1. The major duties of the old position will be absorbed into the new position;
2. The new position has no known promotion potential; and
3. The addition of duties does not adversely affect another encumbered position.
4. The addition of duties was not the result of a management decision.

An accretion is an evolution; that is, a gradual, progressive change to a position. Although there is no concrete timeline for this to happen, the reasonable expectation is that an evolution would occur over an extended period of time (years) and could not occur in a matter of weeks or even after a few months. It should be documented that the major duties of the position are the ones that evolved or grew. An accretion may not result in any of below scenarios:

- A one-grade interval position is modified to a two-grade interval position
- A non-supervisory position is modified to a supervisory position
- A non-lead position is modified to a lead position
- A position is modified from one series to another
- A position is modified from one organization code to another

Justification³ for an accretion of duties must be documented and submitted for approval by BUPERS-05.

Requests for Position Classification Advisory

When establishing a new position or revising an existing position, supervisors may request that an advisory evaluation be provided by OCHR Operations Center - Stennis prior to the official classification of the PD. BUPERS-05 is the approving authority for all classification advisory requests. Advisories should not be requested for positions that are not funded or available for recruitment, and no more than one advisory will be provided for a given position.

An advisory provides the supervisor with a thorough evaluation of the position description by a classifier, including any potential discrepancies in the content of the Major Duties or the Factor Level descriptions. The evaluation statement also provides the anticipated classification for the draft PD, including job title, series and grade. Requests for advisory should be submitted as part of a complete hiring request package⁴ to the Hiring Inbox (mill_bupershrhiring@navy.mil).

Requests for Classification

BUPERS-05 is the approving authority for all classification requests. The final classification of a PD will be documented on the OF-8 and signed by a classifier at the OCHR Operations Center - Stennis. Requests for classification should be submitted as part of a complete hiring request package to the Hiring Inbox (mill_bupershrhiring@navy.mil).

Once the classification request is received, your BUPERS-05 HR Representative will create a RPA and forward it, along with supporting documentation, to OCHR-Stennis for classification. Your BUPERS-05 HR Representative will notify the Supervisor when the classification is complete.

³ The Justification for Accretion of Duties Form is included in Appendix C.

⁴ See the Hiring Toolkit for all forms required as part of a complete hiring request. It is located at: (<https://mp.te.navy.deps.mil/sites/bupers/05/SitePages/Hiring%20Manager%20Toolkit.aspx>).

Classification Appeals

Supervisors and employees receive advice from BUPERS-05 regarding classification appeals procedures. An employee may appeal the classification of their position at any time. A GS employee may appeal through the Chain of Command or may decide to go directly to OPM or the Defense Civilian Personnel Advisory Service (DCPAS). In either case, BUPERS-05 is responsible for ensuring the appeal package is complete and that supervisors understand their responsibilities in the appeal process.

Supervisors will:

- Guarantee, protect and publicize the employee's right to initiate a classification complaint or appeal.
- Ensure employee exercises rights without fear and subsequent prejudice. Supervisor explains the basis for the classification of the position (title, series and grade).
- Request assistance from the BUPERS-05 HRO when an explanation is not satisfactory to the employee. If the complaint cannot be resolved informally, the employee may initiate a formal appeal in writing.

BUPERS-05 will:

- Provide specific regulatory guidance to management and the employee.
- Assist management in the preparation of an accurate position description.
- Gather background information (organization charts, standards, etc.) needed for submission to appellate group.
- Review appeals package and ensure it is sufficient for submission. Discuss the appeal decision with the supervisor and employee and explain the action taken.

APPENDIX

Appendix A: Checklist for Writing a Position Description in Factor Evaluation System (FES) Format

Appendix B: Checklist for Writing a Position Description in General Schedule Supervisory Guide (GSSG) Format

Appendix C: Checklist for Writing a Position Description in the Non-supervisory Wage Grade Format

Appendix D: Checklist for Writing a Position Description in the Supervisory Wage Grade Format

Appendix E: Justification for Accretion of Duties

**Checklist for Writing a Position Description
(Factor Evaluation System Format)**

1. Do each of the Major Duties describe:

- ☐ The work to be performed?
- ☐ The procedures involved in performing the work?
- ☐ The percentage of time spent (at least one duty should be 25 % or more)
- ☐ Do the percentages total 100%?

2. Are the nine FES Evaluation Factors thoroughly addressed?

Factor 1. Knowledge Required by the Position

- ☐ The nature or kind of knowledge and skills needed.
- ☐ How these knowledge's and skills are used in doing the work.

Factor 2. Supervisory Controls

- ☐ How the work is assigned.
- ☐ The employee's responsibility for carrying out the work.
- ☐ How the work is reviewed.

Factor 3. Guidelines

- ☐ The nature of guidelines used in doing the work.
- ☐ The judgment needed to apply the guidelines or develop new guidelines.

Factor 4. Complexity

- ☐ Nature of the assignment.
- ☐ Facts/conditions considered by the employees in identifying what needs to be done.
- ☐ Difficulty and originality involved in performing the work.

Factor 5. Scope and Effect

- ☐ Purpose of the work - ultimate goal to be achieved.
- ☐ Impact of the work product or service.

Factor 6. Personal Contacts

- ☐ People and conditions under which contacts are made (except supervisor).

Factor 7. Purpose of Contacts

- ☐ Reasons for contacts; skill needed to accomplish work through person-to-person activities.

Factor 8. Physical Demands

- ☐ The nature, frequency, and intensity of physical activity.

Factor 9. Work Environment

___ The risks and discomforts imposed by physical surroundings and the safety precautions necessary to avoid accidents or discomfort.

3. Overall Considerations:

___ Do the descriptions of major duties and the evaluation factors complement each other? Statements made in the factor descriptions must be supported by major duties.

**Checklist for Writing a Position Description
(General Schedule Supervisory Guide Format)**

1. Do each of the Major Duties describe:

- ☐ The work to be performed?
- ☐ The procedures/processes involved in performing the work?
- ☐ The percentage of time spent on each duty? Duty percentages total 100%?
- ☐ Supervisory duty encompassing technical and administrative supervisory tasks at least 25% of the time?

2. Are the six GSSG evaluation factors thoroughly addressed?

Factor 1. Program Scope and Effect

- ☐ The program (or program segment) directed.
- ☐ The work directed, the products produced, or the services delivered.
- ☐ The impact of the work, products and/or programs described under scope on the mission and programs of the customer, the activity, other activities in or out of government, other agencies, the general public and others.

Factor 2. Organizational Setting

- ☐ Identify the supervisory position in relation to higher level of management.
- ☐ Identify any unusual situations where direction and performance appraisal may be received from different individuals.

Factor 3. Supervisory and Managerial Authority Exercised

- ☐ Describe delegated supervisory and managerial authorities exercised on a recurring basis.
- ☐ Address such issues as how supervisory work planning, assigning, scheduling, coordinating and reviewing is done.
- ☐ Address how discharging assigned personnel management responsibilities; and/or exercising managerial authority is accomplished.

Factor 4. Personal Contacts and Factor 4A - Nature of Contacts.

- ☐ Identify the contacts and describe the nature and settings of recurring contacts associated with the supervisory work.

Factor 4B - Purpose of Contacts.

- ☐ Describe the essential purpose of contacts described in Factor 4A. Include advisory, representational and commitment making responsibilities related to supervision or management.

Factor 5. Difficulty of Typical Work Directed

- ☐ Describe the complexity and difficulty of the basic work (non-supervisory and mission) most typical in the organization supervised where the supervisor has technical or oversight responsibility.

___ Identify the highest level of basic work (non-supervisory and mission oriented) within the unit supervised which represents at least 25% or more of the workload of the organization. (Do not count people or positions) Look at duty hours, manpower documents or other indicator of workload quantity/performance.

Factor 6. Other Conditions

___ Describe conditions under which supervisory duties, authorities and responsibilities are accomplished (e.g., type of work supervised, subordinate supervisors, subdivisions within the unit supervised, physical dispersion, shift operations, changing technologies, special hazard and safety conditions, etc.

Checklist for Writing a Position Description (Non-supervisory Wage Grade Format)

Non-supervisory Wage Grade positions must be written in the format outlined in the *Introduction to the Federal Wage System Job Grading System* issued by the Office of Personnel Management.

1. Duties. Does each duty describe:

☐ The nature and extent of each type of work performed? The procedures involved in performing the work?

☐ The proportion of time spent on each major duty? Do the percentages total 100%?

☐ Duties of a different grade or skill level should be described in separate major-duty paragraphs that reflect the percentage of time spent on each major duty.

2. Performs Other Duties as Assigned – unnumbered statement placed at the end of duties. (No percentage attached)

3. Wage Grade Factor *Skills And Knowledges*:

☐ Are the skills and knowledges required to perform the job described?

☐ Are the necessary licenses, certifications listed?

☐ Are there any other requirements that would impact recruitment?

4. Wage Grade Factor *Responsibility*:

☐ What is the scope and complexity of the work assigned?

☐ What are the frequency and difficulty of judgments and decisions?

☐ What is the nature of personal supervision received?

☐ What are the nature of regulations, standard operating procedures, and technical guides available to accomplish the work?

5. Wage Grade Factor *Physical Effort*

☐ What is the nature, degree, frequency, and duration of physical exertion required to perform the work?

6. Wage Grade Factor *Working Conditions*

☐ Are hazards, physical hardships, and working conditions to which the incumbent is exposed accurately described?

☐ What is the frequency and duration of such exposure?

☐ Is there a requirement for protective clothing or safety devices?

☐ What are the possible effects of the hazards on employees?

Checklist for Writing a Position Description (Supervisory Wage Grade Format)

Supervisory Wage Grade positions must follow the format and content of the *Job Grading for Federal Wage System Supervisors* issued by the Office of Personnel Management. Note that employees occupying FWS Supervisory positions must supervise on a substantially full-time and continuing basis. The format is as follows:

1. Supervisory Controls:

___ Paragraph describes how work is assigned, kind of supervision received, judgment required, etc.

2. Duties:

___ Paragraph which identifies the organization supervised, summarizes the work, and identifies the occupation and grade level that best reflects the nature of the overall work operations.

___ "Performs other duties as assigned" statement follows the major duties.

3. Supervisory Duties:

Factor I. Nature of Supervisory Responsibility. Consider the nature of the supervisory duties performed, and the type and degree of responsibility for control over the work supervised. Cover the following areas:

___ Work Planning

___ Work Direction

___ Work Administration

Factor II. Level of Work Supervised.

___ Identify the level and complexity of work supervised. Determine the highest grade of non-supervisory work technically supervised. Identify the occupation (or various occupations) directly involved in accomplishing the work assignments/projects which reflect the main purpose or mission of the work.

Factor III. Scope of Work Operations Supervised. This subfactor measures the scope of the assigned work function or mission.

Subfactor A. Scope of Assigned Work Function and Organizational Authority.

___ Identify the scope of work operations supervised, and the importance of the jobs' decisions.

___ Identify the extent and nature of the job's authority in relation to the organizational assignment.

Subfactor B. Variety of Function. Evaluate the difficulties of technical supervision of work functions

___ Determine if the work functions supervised are essentially similar (common or related body of knowledges, skills, work procedures), or markedly dissimilar occupations.

___ Determine the highest grade level work functions technically supervised.

Subfactor C. Subfactor C. Workforce Dispersion

___ Determine duration of projects, number of work sites, whether supervisor and workforce are collocated or widely dispersed to include the frequency of dispersion, and the necessity to monitor and coordinate the work.

JUSTIFICATION FOR ACCRETION OF DUTIES

Instructions: Complete this form prior to submitting a request to BUPERS-05 for an accretion of duties. Attach the completed form, along with a copy of the PD, to your email request.

Position Information:

Command: Click here to enter text.

Location: Click here to enter text.

UIC: Click here to enter text.

Dept/Division Code: Click here to enter text.

Old PD#: Click here to enter text.

New PD#: Click here to enter text.

Old Org Code: Text

New Org Code: Click here to enter text.

Current Position Title, Series, Grade:
Click here to enter text.New Position Title, Series, Grade:
Click here to enter text.

Supervisor's Name: Click here to enter text.

Incumbent's Name: Click here to enter text.

An accretion is a non-competitive promotion resulting from the gradual addition of higher-graded duties and to a position. Due to the non-competitive nature of these promotions, accretions are rarely used. Care must be taken to examine and document the events that have caused a position to be re-described and recommended for classification at a higher grade. Please answer the questions below to provide information on your specific request.

1. From where did the new duties come? Click here to enter text.

2. How long has the employee been performing the new duties? Click here to enter text.

3. What were the reasons for assignment of the new duties? Click here to enter text.

☐ New programs, projects or mission requirements☐ Reorganization☐ New technology☐ Other (Specify): Click here to enter text.

4. Are other employees occupying the same position? If so, why was this individual assigned the duties? Click here to enter text.

5. How long has the incumbent occupied this position? Click here to enter text.

6. What were the primary duties of the old position? Click here to enter text.

7. Could the manager have reasonably known that the new duties were higher level before they were assigned? Click here to enter text.

8. Will the position remain in the same organization and retain the same supervisor? Click here to enter text.

Click here to enter text.

Enter a date.

Supervisor's signature

Date

Click here to enter text.

Enter a date.

Head of Organization's signature

Date

